UNITED NATIONS

DP

Executive Board of the United Nations Development Programme and of the United Nations Population Fund

Distr.
GENERAL

DP/CCF/HAI/1
20 July 1999
ENGLISH
ORIGINAL: FRENCH

Third regular session 1999
13-17 September 1999, New York
Item 3 of the provisional agenda

UNDP: COUNTRY COOPERATION FRAMEWORKS AND RELATED MATTERS

FIRST COUNTRY COOPERATION FRAMEWORK FOR HAITI (1999-2001)

CONTENTS

	Paragraphs	Page
INTRODUCTION	1 - 2	2
I. DEVELOPMENT SITUATION FROM A SUSTAINABLE HUMAN DEVELOPMENT PERSPECTIVE	3 - 14	2
II. RESULTS AND LESSONS OF PAST COOPERATION	15 - 18	5
III. PROPOSED STRATEGY AND THEMATIC AREAS	19 - 30	6
A. Participatory governance	22 - 25	7
B. Productive employment and sustainable improvement of living conditions	26 - 27	8
C. Environmental protection and sustainable natural resources management	28	9
D. Special considerations	29 - 30	9
IV. MANAGEMENT ARRANGEMENTS	31 - 35	10
Annex. Resource mobilization target table for Haiti (1999-2001)		12

99-21352 (E) 180899 190899

INTRODUCTION

1. This country cooperation framework (CCF) for Haiti reflects the strategic options for economic and social development adopted by the Government after Haiti's return to constitutional order in October 1994. These options reappear in the mid-term programme submitted by the Government to its partners in May 1998, a programme which is concerned mainly with the passage from an emergency situation created by the 1991 coup d'état to one of sustainable development. The same priorities were included and amplified in the general policy statements made to Parliament by the various prime ministers appointed since that time.

2. The strategy and the national umbrella programmes in the CCF have been discussed at length with the civil society partners, the organizations of the United Nations system and the donor community. They also take into account the proposals made by UNDP in its advisory note to the Government and the conclusions and recommendations of an independent mission to evaluate the fifth country programme (1992-1996) in October 1998. (The fifth country programme was extended twice, to December 1998, by the Executive Board.) The cooperation framework, which will cover the period 1991-2001, will enable UNDP to synchronize its programming cycle with those of the United Nations Children's Fund, the United Nations Population Fund and the World Food Programme, beginning in 2002.

I. DEVELOPMENT SITUATION FROM A SUSTAINABLE HUMAN DEVELOPMENT PERSPECTIVE

3. Development policies and performance. Once constitutional order had been restored in October 1994, the Government took a number of steps to strengthen democracy, re-establish macroeconomic and financial equilibrium, generate sustainable economic growth and modernize the State. Inter alia, it signed with the International Monetary Fund an agreement on a three-year structural adjustment programme. A number of important results have been achieved, including a marked reduction of political violence, the dismantling of the army (replaced by a new national police force), and resumed growth, admittedly modest, of the gross domestic product (GDP), thanks in main part to substantial financial and technical support from the international community. Inflation, which was still 30 per cent in 1994/95, has remained under 10 per cent during the second half of 1998.

4. In spite of these relatively good results, Haiti is still unable to meet its principal economic, social and political challenges. New socio-economic policies cannot be drawn up until the institutional crisis, which has prevailed since the resignation of the last prime minister in June 1997, has been settled. Living conditions continue to deteriorate: per capita income, estimated at $250 a year, is lower than in many countries of Africa, the region with the largest number of least advanced countries. The rates of negative growth recorded between 1985 and 1995, together with the decline of GDP, estimated at 5.2 per cent during the same period, have still not been remedied permanently.

This situation is reflected in the low human development index (0.340), which causes Haiti to be ranked 159th in the Human Development Report 1998.

5. Profile of poverty and anti-poverty efforts. One of the major challenges to human development in Haiti is mass poverty, which is found throughout Haiti. The highest levels of poverty are found in the north, where 91 per cent of the households can be considered poor and 81 per cent extremely poor. Mass rural-urban migration, which affects secondary as well as large towns, puts a heavy strain on basic services and housing. In Port-au-Prince, for example, approximately two thirds of the population lives on less than $25 a month, and less than 40 per cent of the population has access to drinking water. As to the critical issue of distribution of wealth, it is estimated that 4 per cent of the population owns 66 per cent of the resources in Haiti, while 16 per cent own 14 per cent, 70 per cent barely 20 per cent, and the remaining 10 per cent are considered totally destitute. The extent of poverty is also evident from the rates of unemployment and underemployment, estimated respectively at 50 per cent and 70 per cent of the labour force.

6. One of the main causes of mass poverty in Haiti remains poor governance. But other causes, equally important and more structural in nature, can also be cited: unequal wealth distribution, agrarian issues and unemployment. Haiti was governed for a long time by authoritarian and personalized regimes which militated against the establishment of an enabling environment for sustainable growth and an equitable apportionment of wealth. While inadequate levels of investment have led to negative growth rates and reduced income since the mid-1980s, population growth has remained stable at an annual rate of 2.3 per cent, thereby imposing a heavy strain on already limited financial, human and natural resources. More recently, the prolonged absence of political consensus has created an institutional deadlock, gravely compromising the role of the State in the improvement of living conditions. The extreme poverty is made worse by Haiti's vulnerability to natural disasters and by the high rate of HIV/AIDS (estimated at 11 per cent in urban areas, 5.3 per cent in rural areas and 7.3 per cent nationally), both of which significantly increase the general vulnerability of the population.

7. Participatory governance. In comparison with the 38 years of dictatorship, which extended from 1957 to 1994, Haiti has made substantial progress towards the building of a democratic State in which individual rights are respected. The Parliament and local assemblies have been democratically elected and inaugurated, and the most recent handover of power between democratically elected heads of State was effected peacefully in 1995. The process of democratization has been marked by important advances in freedom of speech, the willingness of all the principal actors to fulfil their constitutional responsibilities, and less frequent resort to violence to settle political differences.

8. Despite the successes, achieved for the most part since 1994, much remains to be done to put democratic culture in Haiti on a sustainable footing. Absence of political consensus deprived the country of a duly constituted Government between June 1997 and December 1998, while the electoral process has been deadlocked since June 1997. The prolonged political crisis which Haiti is currently weathering is evidence that not all the institutional arrangements

possible under the Constitution are being brought into play, in particular with respect to decentralization. At the same time, it must be said that most of the institutions in the public sector are faced with grave technical and organizational problems, including: (a) administrative procedures which are unresponsive to the requirements of the market economy and encourage corruption; (b) systems of planning, organization, coordination and budgeting which facilitate neither revenue collection nor people's access to basic social services; (c) poor control on the part of the police, who are unable to stop smuggling and drug trafficking; (d) poorly motivated and poorly equipped administrators; and (e) the inability to create an enabling economic environment for job creation by the private sector.

9. The Government's medium-term strategy with respect to governance is aimed at: (a) consolidating democracy, reforming the judiciary and strengthening the rule of law; (b) modernizing the State apparatus; (c) restoring public confidence in the State; (d) boosting the competitiveness of the private sector; (e) creating an environment favourable to private investment; (f) strengthening the partnership between the public and private sectors so as to improve the economy and generate employment; (g) build capacity in the national institutions, including the Ministry of Planning and External Cooperation.

10. Population and environment. The rapid degradation of the environment, which manifests itself in particular through deforestation (between 15 and 20 million trees are cut down every year), is a major constraint on sustainable development in Haiti, causing soil erosion, desertification and the depletion of drinking-water sources. It is estimated that Haiti has lost 98 per cent of its original forest cover and that 16 per cent of its land is stripped of all vegetation. Legislation on the environment is flabby and imperfect and is not enforced.

11. Demographic pressure is one of the main causes of environmental degradation in Haiti. According to available statistics, there is currently a total of eight million inhabitants and the annual growth rate is 2.3 per cent. At this pace, the population is expected to double in 30 years. Average population density is 290 inhabitants per square kilometre, with considerable variations between rural and urban areas. In some of the outlying areas of Port-au-Prince, for example, population density is estimated at 40,000 inhabitants per square kilometre. As a result, there is unbearable pressure on the city's social infrastructure, intractable transport issues and escalating security and pollution problems. Rural-urban migration contributes significantly to these density variations, the frenzied urbanization and the proliferation of shanty towns in the principal cities.

12. In conformity with the commitments which it assumed at the Rio Summit in 1995, the Government submitted an environmental action plan at a national conference organized for this purpose in December 1998. The plan should serve in future years as a framework for monitoring and coordinating environmental protection. It is still being finalized, however, and must then be adopted officially. Moreover, the Government has yet to mobilize the necessary resources for it to become operational. As to demographic issues, they need to be tackled systematically, as called for by the Cairo Plan of Action. A strategy which will better integrate demographic and environmental questions has

yet to be worked out. The Government's intention of establishing a ministry of the environment, natural resources and population is a first step in this direction.

13. Parity between the sexes. According to the general population census taken in 1982, women account for 52.4 per cent of the population and head 40 per cent of the households. In spite of this responsibility, and although they play an essential role in the economy, most of the social indicators show women to be at a disadvantage compared to men, a point which is illustrated by the following disparities in education and health. During the first year of secondary school the number of girls enrolled represents 47 per cent of the total and of boys 59.3 per cent; in the final year the gap widens, the ratio being 67 per cent boys to only 33 per cent girls, a trend which continues and becomes more marked at the university level. The maternal mortality rate is 457 women per 100,000 live births, while HIV/AIDS, which was long considered a man's disease in Haiti, now seems to be spreading more rapidly among women than among men. Moreover, at the political level, women's majority representation in the population does not translate into an effective participation in the political decision-making process.

14. Despite the efforts made and the relatively positive results achieved thus far in defending women's interests, many issues relating to women's rights still require special attention from the Government. Violence against women, especially rape, still affects approximately 40 per cent of them. The absence of a law on family status has created a legal void as far as parental responsibility is concerned, while the proliferation of consensual unions and polygamy has unfortunately released men from any form of legal responsibility towards their partners and children.

II. RESULTS AND LESSONS OF PAST COOPERATION

15. Initially approved for the period 1992-1996, the fifth country programme was extended through 1998. The areas of concentration of the programme were: (a) good governance (especially actions to strengthen democracy and develop the management capacity of the Government; (b) poverty eradication through grass-roots community development and the promotion of productive employment; and (c) environmental conservation and restoration.

16. An independent evaluation of the fifth country programme was made in October 1998. Its conclusions were that a number of positive results had been achieved in spite of weaknesses in terms of project formulation, excessive fragmentation and multiple interventions, inadequate strategic management of the programme, and the difficult political conditions prevailing in Haiti during the fifth cycle. The two main significant outcomes were: (a) the lessening of social vulnerability through actions to help create productive employment; and (b) the promotion and strengthening of participatory governance and of the rule of law. The lessening of social vulnerability was accomplished by improving access to drinking water, putting in place irrigation systems and networks for seed production and distribution, and creating several hundred productive jobs thanks to better access by the target population to credit through more efficient cooperatives and local credit organizations.

17. As regards governance, the programme helped to strengthen the democratic process by providing direct support to the electoral process in 1995 and 1997 and to the smooth functioning of Parliament. In the same period, some key governmental institutions, which had been seriously weakened at the time of the military coup d'état, received substantial technical and financial support once constitutional order was restored in October 1994. In spite of the sluggish pace at which decentralization, democratization and administrative reform are proceeding, a number of projects have provided institutional support, especially to development planning and coordination at the central and local levels. Thanks to UNDP input, a number of other activities have been carried out, including analyses of the development potential of each of the administrative units of Haiti, which have provided the Government and its development partners with frameworks of reference for development initiatives involving the local population.

18. In the light of the above assessments, the lessons drawn both by the Government and by UNDP reveal: (a) the absolute necessity of constantly preserving programme cohesion and the strategic management of programme resources, regardless of the extent and urgency of needs; (b) the necessity for the Government, UNDP and all stakeholders to ensure that there is a permanent linkage between emergency aid and long-term development; (c) the fact that any technical weaknesses of national institutions should in no case serve as a pretext for the establishment of autonomous project management units rather than the ownership of development programmes by the national authority; (d) the need to specify and then to monitor precise indicators in the course of project formulation and evaluation; and (e) the need to introduce the programme approach in order to enhance programme cohesion and synergy. The Government hopes that these lessons will be taken into account in the formulation of the programmes identified within this cooperation framework.

III. PROPOSED STRATEGY AND THEMATIC AREAS

19. In the light of the experience gained during the fifth programming cycle, the Government proposes that the UNDP programme for the period 1999-2001 should be geared towards strengthening national capacity, with a view to ensuring the normal functioning of the main institutions described in the 1987 Constitution, so as to achieve measurable and sustainable progress in the effort to combat mass poverty in Haiti. This goal can be attained by putting in place the strategic, organizational and operational tools required for the smooth functioning of strategic structures for development management at the central and local levels and within civil society. The strategy will call for close partnership between all the partners so as to create a broad coalition whose objective is poverty eradication and sustainable human development.

20. More specifically, cooperation between Haiti and UNDP will rely on a number of strategic principles, such as: (a) thematic and geographical focus determined on the basis of the comparative advantages of UNDP and the potential for complementarity with other partners, in particular those in the United Nations system; (b) the programme approach and support for national execution, aimed at strengthening national ownership and coordination; (c) close collaboration and complementarity with other agencies of the United Nations

system in the context of the United Nations reform and the follow-up to world summits; (d) the promotion of cooperation between Haiti and other developing countries, especially those of the subregion; and (e) the mainstreaming of the gender perspective at all levels of programming and monitoring/evaluation.

21. In accordance with this strategy, the Government is proposing that UNDP should concentrate its core resources during the period 1999-2001 on three programme areas: (a) participatory governance and the modernization of the State; (b) the promotion of productive employment; and (c) environmental protection and rehabilitation. Within the framework of the first CCF, the Government would also like UNDP to maintain a degree of flexibility in its programming with a view to providing support to other activities not directly connected with the three thematic areas but indisputably part of its sustainable human development mandate. Such activities include HIV/AIDS control and disaster prevention and management.

A. Participatory governance

22. Subprogramme I - Modernization of the State and local governance. The national umbrella programme in this area will create the necessary technical capacity to prepare and execute medium-term and long-term participatory development policies and strategies. On the basis of the institutions described in the Constitution, the programme will focus on the modernization of central and decentralized machinery for the management and coordination of development actions and will emphasize the strengthening of the principal actors: State institutions, local authorities and civil society. The support which the Government is seeking from UNDP will help to facilitate the establishment of institutional machinery for the decentralized planning of human and financial resources development, management and coordination, through assistance to key institutions of the central administration and to local communities and civil society. Machinery to carry out national long-term exploratory studies will also be set up in order to encourage and lend support to a national debate on the economic and socio-political future of the country to the year 2025.

23. The main results expected of UNDP action will concern the modernization of the State. Reliance will be placed on the administrative reform strategy developed by the National Administrative Reform Commission. In particular, this strategy will facilitate solutions in the area of decentralization and of the central filing system of the civil service. UNDP support will also help to redefine the State's mandate, to rationalize staff management in the civil service, and to establish a decentralized development planning and coordination system and effective development promotion machinery at the local level in three of the nine departments of Haiti. In this connection, UNDP support to the Ministry of Planning and External Cooperation will consist of assistance in: the formulation and implementation of a national planning system geared towards sustainable human development needs; the coordination of external aid; and the introduction of an integrated information system for the management of the public investment programme, as called for by resolutions adopted at seminar-workshops held during the summer and autumn of 1998. The first national human development report will now have been issued and the profile of poverty in Haiti established. Moreover, the Haitian Institute of Statistics and Information

Science (IHSI) will be in a position both to provide the requisite data for undertaking reliable planning for continual poverty monitoring and analysis and to support the general population census to be carried out in 2001. The exploratory studies mechanism will enable the various segments of Haitian society to resume their dialogue on a long-term view of their country. The UNDP contribution to the mainstreaming of a gender perspective in the planning system will consist in supporting the implementation of the national plan of action drawn up by the Ministry of Women's Status and resulting from the Beijing Platform for Action.

24. Subprogramme II - Democratization and strengthening the rule of law. UNDP support to this programme will consist in ensuring the smooth functioning of a number of institutions provided for by the Constitution whose effectiveness and independence are prerequisites for the ongoing supervision of democratization, the judicial system and the protection of individual rights. The institutions concerned are, in particular, the national police, the prison administration, the Office of the Ombudsman (Bureau du Protecteur du citoyen) and the Administrative and Financial Tribunal (Cour supérieure des comptes et du contentieux administratif). The approach here is to assess the capacities and shortcomings of the institutions, to support their restructuring, and to provide them with the tools required for rational management. UNDP assistance will be coordinated closely with the United Nations Civilian Police Mission in Haiti (MIPONUH) and the United Nations/Organization of American States International Civilian Mission in Haiti (MICIVIH).

25. All the institutions referred to above will require long-term support before they can become effective supervisory tools. UNDP support during the period 1999-2001 will be aimed at creating an environment in which the institutions can evolve and at providing them with the requisite tools for determining their long-term objectives and for planning, implementing and evaluating their activities. The cumulative effect of their operations should, in the long term, heighten public interest and strengthen trust in the democratic process. As regards women's rights, the Government will obtain UNDP support in connection with the preparation and adoption of laws on the protection of women's rights within the family.

B. Productive employment and sustainable improvement of living conditions

26. Subprogramme III - Building capacity to promote productive employment. As the statistics in section 1.2 have demonstrated, mass unemployment and social vulnerability are two critical factors determining the current social situation in Haiti. To reverse the present upward trend in unemployment will require national policies aimed at creating an appropriate environment in which the private sector can create jobs and the vulnerable groups can have access to social welfare and producer goods. In addition, adequate data are required, on the one hand, on the nature of the labour and employment markets and, on the other, on the sectors of the economy with the potential to generate employment. UNDP support is needed: (a) to improve, in cooperation with the International Labour Organization and the United Nations Educational, Scientific and Cultural Organization, the availability and quality of information and to enhance the

understanding of how the labour and employment markets operate and the resulting training needs; and (b) to facilitate the access of the poorest segments of the population to financing for their production activities through the introduction of effective microfinancing arrangements.

27. The programme will result in: (a) a substantial improvement in the information available on the labour and employment markets in Haiti; (b) the mainstreaming of employment issues in medium-term development policies; and (c) the establishment of a dialogue between national public and private institutions responsible for promoting employment, and the strengthening of those institutions with particular emphasis on microfinancing arrangements.

C. Environmental protection and sustainable natural resources management

28. Subprogramme IV - Institutional support for the implementation of the environmental action plan. The Government will require UNDP support in the context of this programme to ensure that: (a) the coordination and monitoring/evaluation units of the new ministry of the environment, natural resources and population are operationalized; (b) the environmental action plan submitted to the national conference in December 1998 is finalized and launched; (c) an environmental profile for Haiti, including environmental indicators, is established in close cooperation with the Global Environment Facility, and joint activities with non-governmental organizations are launched for the protection of a specific number of important sites belonging to Haiti's national patrimony in the area of biological diversity; and (d) in conjunction with the Global Environment Facility, the United Nations Capital Development Fund, the World Bank and the United States Agency for International Development, support is provided for the establishment of a national environment facility. Operational activities will also be carried out in complementarity with the ecological development activities of the United Nations Capital Development Fund in the north-east of the country.

D. Special considerations

29. In addition to the activities planned in the three thematic areas, the Government expects UNDP to provide support for disaster prevention and management and HIV/AIDS control. As regards the former, UNDP will initially support dissemination of the lessons learned from the management of the crisis situation resulting from hurricane Georges. Between now and 2001, UNDP, in close cooperation with the organizations of the United Nations system, will concentrate its efforts on: (a) the strengthening of national institutions dealing with disaster prevention and management; (b) the formulation of a disaster profile for Haiti; and (c) the preparation of a national plan of action for disaster management.

30. As regards HIV/AIDS control, UNDP, working with the other entities of the United Nations system and within the framework of the Joint United Nations Programme on HIV/AIDS, will provide the initial resources required to take stock of the socio-economic dimensions of HIV/AIDS. UNDP will also help the

Government to prepare and submit to Parliament a bill on the ethical aspects of the question and the protection of persons who are HIV-positive against any form of discrimination.

IV. MANAGEMENT ARRANGEMENTS

31. Execution modalities. Given the decision to introduce the programme approach during the current CCF, UNDP will continue, wherever possible, to encourage national execution and to give priority to national experts and expatriate Haitian experts through the Transfer of Know-how through Expatriate Nationals (TOKTEN). At the same time, the Government and UNDP will seek ways of solving problems and remedying shortcomings encountered in the national execution modality during the fifth cycle. UNDP will also introduce direct execution by the local UNDP office when circumstances so warrant. It will continue to call on the expertise of the various specialized agencies of the United Nations system for the implementation of identified programme components. In the context of their joint efforts to build execution capacity at the grass-roots level, the Government and UNDP will, whenever feasible and justified for the purposes of efficiency, call on non-governmental organizations to execute entire projects or implement programme components.

32. Monitoring and evaluation. Detailed monitoring and evaluation indicators and modalities will be determined during the first year of the CCF at the level of each programme and project, as well as through the participation of the country office in the pilot exercise for defining indicators. The main tool for consideration of the CCF will be the annual review, while the principal forum for programme evaluation at the country level will be the local project evaluation committee, which will be strengthened and will be open to other partners.

33. The programme review, planned for the year 2000, will concentrate on the results of the CCF and its long-term potential. It will pay particular attention to programme relevance, effectiveness of implementation, utilization of the programme approach, opportunities for achieving harmonization with future programming cycles of the United Nations specialized agencies, and resource mobilization issues.

34. Resource mobilization. Core resources available for the period 1999-2001 amount to $5,816 million. The remainder will be obtained from extrabudgetary resources ($733,000), the Global Environmental Facility, the United Nations Capital Development Fund, and multilateral and bilateral contributions in the form of cost-sharing. Total bilateral contributions provided for cost-sharing currently amount to $1.6 million. Negotiations with other partners on the elaboration of identified programmes are under way.

35. Efforts will be made jointly by the Government and UNDP to mobilize additional resources for the programmes identified for the period 1999-2001. In order that these efforts may be successful, new partnerships will be forged. UNDP will also help the Government to bring to the attention of the latter's organizational units notices on the priorities and procedures of individual donors, while government officials will visit a number of Latin American

countries in which UNDP provides assistance with the management of donors' contributions to country programmes, with a view to the eventual establishment of similar arrangements in Haiti. At the same time, efforts will be made to encourage the Haitian diaspora to participate in the financing of development activities in Haiti.

Annex

RESOURCE MOBILIZATION TARGET TABLE FOR HAITI (1999-2001)

(In thousands of United States dollars)

Source	Amount	Comments
UNDP CORE FUNDS		
Estimated carry-over	(7 187)	
TRAC 1.1.1	8 219	Assigned immediately to country.
TRAC 1.1.2	0 to 66.7 per cent of TRAC 1.1.1	This range of percentages is presented for initial planning purposes only. The actual assignment will depend on the availability of high-quality programmes. Any increase in the range of percentages would also be subject to availability of resources.
TRAC 1.1.3	4 574	
SPPD/STS	623	
Subtotal	6 229[a]	
NON-CORE FUNDS		
Government cost-sharing	-	
Sustainable development funds	750	GEF
Third-party cost-sharing	1 600	Funds administered by the Government of the Netherlands for microfinancing activities
Funds, trust funds and other	8 000	UNCDF
Subtotal	10 350	
GRAND TOTAL	16 579[a]	

[a] Not inclusive of TRAC 1.1.2, which is allocated regionally for subsequent country application.

Abbreviations: GEF = Global Environment Facility; SPPD = support for policy and programme development; STS = support for technical services; TRAC = target for resource assignment from the core; UNCDF = United Nations Capital Development Fund.